

CHAPTER 4

MONITORING CUSTODIAL SERVICES

4-1. Introduction

4-1.1. *Purpose.* This chapter provides facility engineers with a system of monitoring the performance of a contractor who provides custodial services at non-medical and non-industrial facilities. The system described in this chapter is applicable whenever the type of contract described in chapter 1 is used and the special conditions contained in appendix B, technical specifications contained in appendix C, and bid schedules contained in appendix D are incorporated.

4-1.2. *Responsibility.* The facility engineer shall have the responsibility to administer the monitoring system defined in this chapter.

4-1.3. Objectives

4-1.3.1. The system should observe sources of soiling and thus provide recommendations for means of reducing soiling of the facility.

4-1.3.2. The system should recognize custodial maintenance problems and thus provide recommendations for improving the maintainability of the facility.

4-1.3.3. The system should observe and investigate any hindrances or delays caused to the contractor by the Government, and recommend ways by which these hindrances or delays might be reduced or eliminated.

4-1.3.4. By observing the rates and levels of soiling, the system should make recommendations for possible cost reductions by varying the frequencies of various housekeeping activities.

4-1.3.5. The system should observe and handle any evidence of failure of the contractor to perform according to the special conditions and technical specifications.

4-1.3.6. The system should observe any damage to Government facilities and attempt to determine if such damage was directly or indirectly the result of the contractor's activities.

4-1.3.7. The system should receive, process and

resolve any complaints by building occupants, users, or others which concern custodial services or other activities of the contractor or the contractor's employees.

4-1.3.8. The system should determine the need for, schedule, and place formal orders for all project work.

4-1.3.9. The system should collect, verify and document information, provide feedback, select and use proper channels of communications, and take whatever action may be appropriate to insure practical follow-up of any of the items defined in 4-1.3., objectives, above.

4-1.4. *Overall Evaluation.* As the authorized representative of the contracting officer, the facility engineer will be responsible for the overall evaluation of the contractor's performance and for the determination of the contractor's compliance with the special conditions, technical specifications and bid schedules section of the contract.

4-1.5. *Assistance.* However, the facility engineer, in order to adequately monitor the performance of the contractor, must rely on "feedback" from occupants and users of the various buildings where custodial services are performed. Such "feedback" will be based primarily on the appearance of the areas.

4-1.6. *Emphasis.* The facility engineer will rely on facility engineering personnel who serve as technical representatives to monitor the overall performance of the contractor. The technical representatives will not only inspect the appearance of an area, but will emphasize inspections of those variables or inputs, which will give a better indication that the work is being performed as specified. For example:

4-1.6.1. Number of worked-hours expended.

4-1.6.2. Equipment.

4-1.6.3. Chemicals.

4-1.6.4. Tools and supplies.

4-1.6.5. Methods and procedures.

4-1.6.6. Training.

4-1.6.7. Staffing. In determining the number of technical representatives required for the effective administration of a contract at a specific installation or facility, the following factors must be considered.

4-1.7.1. The total number of worked-hours required in the technical specifications.

4-1.7.2. The total number of square feet which must be serviced.

4-1.7.3. The number of buildings involved.

4-1.7.4. The total number of work shifts per week.

4-1.7.5. The approximate amount of travel time required to cover the entire area to which the contract applies.

4-2. Building Custodian Monitor

4-2.1. Occupant. One occupant from each building or large departmental area within a larger building will be appointed custodian/monitor for that building area. No technical training will be required for this position; however, the person selected must be informed of and understand the tasks to be performed in the building or area, the frequencies with which these tasks are to be performed, and the performance standards to which the Contractor is obligated.

4-2.2. Appointment. The Custodian / Monitor will be appointed or designated for each building or area (AR 420-81, Facilities Engineering-Custodial Services).

4-2.3. Daily Inspection. The custodian/monitor will normally inspect the building or area daily. If certain areas do not receive custodial services on a daily basis, these areas will normally be inspected after each servicing. Inspecting should be done immediately prior to the next period of occupancy of the building. For example, if a building received custodial services during a night shift ending at 7:00 A.M. and the normal work shift for most building occupants begins at 8 :00 A.M., the building should be inspected by the custodian/monitor between 7 :00 A.M. and 8 :00 A.M.

4-2.4. Emphasis. The custodian/monitor's inspection should be directed toward the most obvious results of the custodial effort. That is, the custodian/monitor should be primarily concerned with the appearance of the area, the presence of odors, wet or sticky surfaces, etc.

4-2.5. Complaints. The custodian/monitor should

receive all complaints concerning custodial services, or the activities of custodial personnel.

4-2.6. Non-Performance. The custodian/monitor should inform the technical representative of any indications of non-performance of custodial tasks or any indications of unauthorized changes in the frequencies of task performance. The custodian/monitor should inform the technical representative of any complaints which appear to be valid.

4-2.7. Assistance. The custodian/monitor should assist the technical representative in informing the occupants of the building or area of the obligations of the contractor and the levels of service and appearance which should be expected. The custodian/monitor and the technical representative will work together as required in attempting to reduce soiling, improve maintainability, and to eliminate avoidable delays and interference caused to the Contractor by building occupants and users.

4-3. Technical Representative.

4-3.1. Knowledge. The technical representative shall be a member of the Facilities Engineering organization and should be knowledgeable of cleaning methods, equipment and products, and of inspection techniques.

4-3.2. Responsibility. The technical representative will have responsibility for monitoring the contractor's compliance with the special conditions and technical specifications parts of the document. The technical representative shall be responsible for the initial approval of all contractor's invoices for routine and project work.

4-3.3. Emphasis. Even though the technical representative will make inspections of areas to evaluate appearance (usually as a result of frequent complaints, past discrepancies, or requests from custodian/monitors), most of the inspecting efforts will be directed toward the various inputs of the chemicals and materials, methods and work habits or custodial personnel, etc.

4-3.4. Levels of Service. The technical representative shall inform the custodian/monitor of the custodial tasks to be performed in each building or area, the frequencies with which these tasks are to be performed, and the performance standards to which the contractor is obligated. The technical representative should provide the custodian/monitor with information and advice which will assist in informing the occupants of a building or area of the levels of service and appearance to be expected.

4-3.5. Complaints. The technical representative will receive and follow-up complaints and reports

of possible significant nonperformance from the custodian/monitor.

4-3.6. Deductions. The technical representative will report valid complaints and verified nonperformance or noncompliance with the special conditions and/or Technical Specifications to the contracting officer, and shall prepare documentation necessary to deduct from the contractors invoices.

4-3.7. Project Work. The technical representative shall schedule all project work and will prepare official orders for such work and submit such orders to the contractor.

4-4. Joint Inspections

4-4.1. Schedule. On occasion, buildings or areas should be inspected jointly by the technical representative and the custodian/monitor. These inspections should occur during the normal work shift of the custodian/monitor.

4-4.2. Level of Service. The technical representative should use these joint inspections to communicate to the Custodian/Monitor the obligations of the Contractor and the levels of service and appearance to be expected in the area.

4-4.3. Soil Reduction. During these inspections, the technical representative and the custodian/monitor should discuss the housekeeping habits of the occupants and users of the area, and the technical representative should impress upon the custodian/monitor the importance of determining the sources of soil and finding ways to prevent it.

4-4.4. Specification. The technical representative and the custodian/monitor should jointly discuss the adequacy and appropriateness of the tasks and frequencies given in the technical specifications.

4-4.5. Appearance. The technical representative and the custodian/monitor should jointly evaluate the appearance of the area and the contractor's performance.

4-4.6. Delays and Interference. The technical representative and the custodian/monitor should discuss any delays or interference caused by the occupants and users of the area.

4-5. Inspections by the Building Custodian/Monitor.

4-5.1. Scheduling. The custodian/monitor should perform inspections immediately after routine custodial services have been performed. When this is not practical (such as might be the case if services are completed during evening hours and the custodian/monitor's other responsibilities re-

quire day shift activity), the inspections should be made some time between the completion of routine servicing and the beginning of other activities in the building or area. In general, inspections should be scheduled so that it can be determined if visible soil, etc., is actually the result of non-performance of custodial tasks, and not the result of the resoiling of the area after the tasks were properly completed.

4-5.2. Soiling. The custodian/monitor should look for any unusual soiling, attempt to determine the cause, and make suggestions for improvement or elimination of the condition.

4-5.3. Inspection Guide. The custodian/monitor will be provided (by the technical representative) with a routine work task sheet which describes the tasks to be performed in each type of area and the frequencies with which they should be performed. This sheet should be used as a guide in determining if, in fact, variations or omissions of required work do exist.

4-5.4. Priority. When the custodian/monitor discovers conditions which indicate that custodial tasks have been omitted or not performed properly, the first concern should be the minimizing of risks to the health and the safety of people in the building or area. For example, if a mopped floor is still wet, and there are no "Wet Floor-CAUTION" signs present, the custodian/monitor should take whatever action is necessary to restrict traffic in that area.

4-5.5. Nonperformance. After risks to health and safety (if any) have been minimized, the custodian/monitor should contact the technical representative and inform him or her of apparent nonperformance or improper action by custodial personnel. The custodian/monitor should attempt to document and/or preserve evidence of nonperformance or improper action by custodial personnel.

4-5.6. Follow-up. The custodian/monitor should assist the technical representative in verifying that the contractor has corrected previously discovered discrepancies.

46. Inspection by the Technical Representative.

46.1. Frequency. The technical representative should inspect all buildings and areas at least once per month. More frequent area inspections will be conducted if there is a significant increase in the number of complaints from occupants in an area, if there have been cases of serious nonperformance by custodial personnel in an area, or if more frequent inspections are requested by the custodian/monitor for an area.

4-6.2. *Scheduling.* Area inspections by the technical representative should be conducted both during periods when custodial tasks are being performed and during times when other operational activities are in progress.

4-6.3. *Inspections During the Work.*

4-6.3.1. When inspecting areas where custodial activities are in progress, the technical representative should observe the equipment being used. It should be determined if the proper equipment is being used for each task, if the equipment conforms to the technical specifications, if the equipment is in good working order and is equipped with the proper accessories, if the equipment is reasonably clean and shows no indications of safety hazards, and if the equipment is properly identified with an assignment number and is being used in the assigned area.

4-6.3.2. The technical representative should observe the usage of chemicals to determine if the proper chemicals are being used for each task, if the chemicals conform to the technical specification, if the chemicals are being stored in and dispensed from proper and properly labeled containers.

4-6.3.3. The technical representative should observe the procedures and methods being used by the custodial personnel. Observation is necessary to determine if safety regulations are being followed and if use of equipment and chemicals is in accordance with instructions. Methods used should be observed to determine if they are the most effective and efficient for the task being performed and are they consistent with those covered in training classes.

4-6.3.4. The technical representative should observe the custodial personnel to determine if any illegal or disruptive activities are taking place or if personal habits or attitudes are exhibited which could be detrimental to the overall custodial effort.

4-6.3.5. The technical representative should inspect custodial closets and storage areas to determine if they are properly maintained, efficiently organized, contain no unauthorized items and can be secured.

4-6.3.6. The technical representative should observe the custodial personnel, their locations, and activities to determine if the proper number of worked-hours are being expended in each area.

4-6.3.7. While observing the activities of custodial personnel in an area, the technical representative should consider possible changes in the tasks specified for that area and/or changes in the frequen-

cies with which certain tasks are performed. Because of errors in original assignments, changes in traffic patterns, changes in the activities in the area, etc., present tasks and/or frequencies may no longer be adequate or appropriate.

4-6.3.8. The technical representative, through observation, should attempt to determine if the task specifications and frequencies given in the Technical Specifications are being followed.

4-6.3.9. The technical representative should verify that custodial activities are being performed in such a way as to properly preserve and protect building surfaces, fixtures, furniture and equipment in the area.

4-6.3.10. The technical representative should determine if performance standards have or have not been met. The performance of a task will be judged to be either acceptable or unacceptable. That is, there shall be no degrees of acceptability.

4-6.3.11. The technical representative should verify that conditions do not present health or safety hazards to the occupants, users or others who may be in the area.

4-6.4. *Inspections Prior to and During Occupancy.*

4-6.1. Since it is very difficult, if not impossible to ascertain during the performance of the work that performance standards have been met, from time to time, the schedule of the Technical Representative should vary. The Technical Representative, although relying to a great extent upon feedback from the occupants of an area, should ascertain first hand if the appearance of an area is adequate.

4-6.4.2. When inspecting areas during periods of normal usage, the Technical Representative must remember that unacceptable appearance may be due to factors other than nonperformance by the contractor or custodial personnel. The tasks and/or frequency specifications may no longer be appropriate or adequate for the area being inspected. The area may have become resoiled between the time that the custodial service was performed and the time of the inspection. The custodial effort may have been ineffective because of unusual levels or extraordinary conditions.

4-6.5. *Changes in Specifications.* During all inspections, the Technical Representative should consider changes in the task specifications and frequencies required in the technical specifications. These changes are made necessary by changes in the usage of an area, elimination of certain sources of soil, changes in traffic patterns, and other

factors. Often these changes can result in cost reductions because simpler and/or less frequent custodial efforts can provide acceptable results.

4-6.6. Soiling and Maintainability.

4-6.6.1. During all inspections, both while custodial services are being performed and during periods of normal area activity, the technical representative should note the levels of soil. When changes in the level of soil are noted attempt should be made to determine the source of the soil.

4-6.6.2. When the sources of soil can be determined, the technical representative should try to determine what actions could reduce soiling. For example, the adequacy of entrance mats, the adequacy and proper location of ash and waste receptacles, the work and personal habits of those who use the areas, the elimination of leaks, etc., should be considered.

4-6.6.3. During all inspections, the technical representative should seek ways to improve the maintainability of the facility, and reduce the custodial efforts required to remove that soil which cannot be stopped at its source. For example, what type floor surface would be easiest to maintain when exposed to a certain level of soil and traffic, what arrangement of furniture would simplify custodial efforts, what types of wall coverings would require the least attention, what sizes and locations of custodial closets and other storage facilities would reduce the time and effort required for proper maintenance, etc., should be considered.

4-6.6.4. In some instances, periodic meetings or conferences, conducted by the facility engineer or the technical representative may be an effective means of communicating the contractor's responsibilities to the building custodian/monitors and of soliciting suggestions for the improvement of custodial services.

4-6.7. Training.

4-6.7.1. The technical representative should receive schedules for training classes to be conducted by the contractor for the custodial personnel, including the supervisors. The technical representative should attend at least 10 percent of these classes on an unannounced, random basis.

4-6.7.2. The technical representative should review the attendance records for the classes.

4-6.7.3. The technical representative should determine if the physical environment in which the classes are held is adequate in size and properly

equipped (desks, chalkboards, projector, screen, etc.).

4-6.7.4. The technical representative should evaluate the content of the classes for accuracy, understandability, proper use of demonstrations and other teaching aids.

4-6.7.5. The technical representative should evaluate the delivery of the presentation for sincerity, enthusiasm, emphasis, and understandability.

4-6.7.6. The technical representative should observe the interest shown by those attending the classes to determine if the classes are of a proper length, scheduled at an acceptable time and are effectively presented.

4-6.7.7. The technical representative should compare the techniques and methods being taught in the classes with those observed during area inspections to help determine the effectiveness of the classes.

4-6.7.8. Discrepancies in class schedules and attendance records and any criticisms of the content, presentation, class size or location should be brought to the immediate attention of the contractor.

4-6.8. Time Cards. The technical representative should review all of the Contractor's time cards and other documents pertaining to routine custodial and project work performed. The Technical Representative should review all invoices submitted by the contractor to the Government for payment.

4-6.9. Other Parameters. Additionally, other aspects of the custodial services must be inspected.

4-6.9.1. The technical representative should inspect the offices and central storage areas of the contractor to determine if they are adequate in size, properly equipped and properly located. The technical representative should note any use of Government property which violates the special conditions of this document.

4-6.9.2. The technical representative should inspect the contractor's system for distributing materials and supplies to determine if the requirements of the special conditions section of this document are being met, if adequate safeguards against theft are enforced, and if possibilities exist for improving the efficiency with which materials and supplies are handled.

4-6.9.3. The technical representative should observe the contractor's supervisors and verify that they meet the qualifications given in the Special

Conditions section of this document and are performing acceptably.

4-6.9.4. The technical representative should verify that the contractor's communications system meets the specifications given in the special conditions.

4-7. Handling of Complaints by Building or Area Occupants or users.

4-7.1. All Complaints. All complaints concerning custodial services or other actions by custodial personnel should be registered with the custodian/monitor for the building or area involved.

4-7.2. Valid Complaints. Only complaints which appear to be valid should be forwarded to the technical representative.

4-7.3. Significant Complaints. If, in the opinion of the technical representative, the complaint is significant, the technical representative should personally inspect the area involved or contact the contractor.

4-7.4. Deductions. If the complaint is valid, and involves nonperformance or damage to property, it should be considered in evaluating invoices from the Contractor.

4-7.5. Non-valid Complaints. If the complaint is not valid, the technical representative should provide the custodian/monitor with sufficient information to properly inform the person(s) involved why the complaint was deemed invalid and inform them of the contractor's obligations and of the levels of service and appearance to be expected.

4-8. Follow-Up Actions by the Technical Representative.

4-8.1. Soiling and Maintainability. When the technical representative feels that changes in the physical facilities could reduce soiling and/or improve maintainability, written recommendations to the facility engineer should be submitted. These recommendations should include specific locations involved, the types of changes needed, the specific type of soiling or maintenance problem which could be reduced or corrected, and, if possible, an estimate of the savings which could result from these changes.

4-8.2. Work Habits of Occupants. When the technical representative feels that actions by building users and occupants reduce the effectiveness of the custodial efforts (poor work habits, unnecessary introduction to soil into the area, interference with custodial activities, etc.), the custodian /monitor for that building or area should be contacted and the

problem explained. The initial contact should be by telephone or an informal visit.

4-8.3. Poor Cooperation. If the problem described above persists after allowing a reasonable time for correction, the technical representative should document specific incidents, attempt to gather physical evidence and present these, with a written explanation of the problem, to those whose authority directly controls the actions of the individuals involved.

4-8.4. Changes in Specifications. When observations of the technical representative indicate that tasks, frequencies, number of man-hours, equipment specifications, shift hours, or any other parts of the special conditions and technical specifications are no longer adequate or appropriate, specific written recommendations for changes should be submitted to both the facilities engineer and the contracting officer.

4-8.5. Non performance. When the technical representative feels that the Contractor has not performed according to the special conditions and/or technical specification, the contractor should be contacted immediately in order to begin immediate correction on the nonperformance.

4-8.6. Deductions. The technical representative should document and preserve evidence of the nonperformance and include this with a recommendation for deductions from payment to the Contractor for the work involved. These recommendations and information should be sent to both the contracting officer and the facilities engineer.

4-8.7. Damage. When the technical representative observes damage to Government property (facilities, fixtures, furnishings, equipment, etc.) either as a result of direct action by the custodial personnel or as a result of nonperformance by the contractor, evidence of such damage should be documented and submitted to both the contracting officer and the facilities engineer.

4-8.8. Interference. When the technical representative feels that there has been interference with Government operations, either as a result of actions by the custodial personnel or nonperformance by the contractor, such interference should be reported to both the contracting officer and the facilities engineer. The report should include specific times, locations, activities, and if possible, the names of individuals involved.

4-9. Scheduling and Ordering Project Work.

4-9.1. Responsibility. The technical representative shall be responsible for the scheduling and ordering of all project work.

4-9.2. Scheduling. Any decision on the project work should be based on a project calendar, recommendations from the custodian/monitor, and/ or observations by the technical representative. Project work should not be ordered unless there is some evidence that a need for it exists.

4-9.2.1. In scheduling project work, the technical representative should consider other activities in the area. For example, the stripping and refinishing of floors should not be scheduled immediately prior to the rearranging of office fixtures, or other activities which could scratch the newly finished floors. In scheduling project work, the technical representative should allow the contractor sufficient flexibility to make the best use of labor and equipment which are available.

4-9.3. Ordering Projects.

4-9.3.1. In ordering project work, the technical representative should always use the proper report

and order documents. No project work should be ordered solely by verbal contact. The order for project work should specify the exact locations (i.e. building, room number, floor, etc.) where the project is to be performed, and the exact quantity (i.e. number of floors, number of fixtures, number of windows, boundaries of the area, etc.) of work to be done.

4-9.3.2. When practical, (para 4-9.2.1), the technical representative should set a specific date on which the project is to be done. When some flexibility would benefit both the Contractor and/or the building occupants (para 4-9.2.1.), a specific deadline should be set for the completion of the project. When no specific date, but only a deadline is established for project work, the contractor should be required to inform the technical representative of the exact date the project work will be performed.